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## Constraints and Improvement: A case Study of the Indonesia's International Standard School in Improving its Capacity Building

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### Abstrak

Meningkatkan kapasitas sekolah telah menjadi salah satu tema utama dalam penelitian sekolah efektif. Makalah ini meneliti implementasi kebijakan Sekolah Bertaraf Internasional (SBI) di Indonesia yang dapat dilihat sebagai upaya peningkatan kapasitas sekolah. Dengan menggunakan kerangka teoritis yang dibuat oleh King dan Newman (2001), beberapa dimensi peningkatan kapasitas sekolah yaitu dalam hal pengetahuan, keterampilan dan disposisi staf, dan komunitas belajar profesional, menjadi tolak ukur analisis riset tentang penerapan kebijakan ini di satu sekolah menengah negeri yang terletak di sebuah kota di Jawa Barat. Dari segi struktur kebijakan terlihat bahwa SBI belum banyak memberikan penjelasan memadai yang harusnya bisa digunakan sekolah dalam hal meningkatkan pembangunan kapasitas. Para guru mengalami kesulitan untuk mencapai 'persyaratan internasional' yaitu dalam hal berkomunikasi dalam bahasa Inggris dalam pengajaran di kelas. Untuk dimenasi komunitas belajar, kesempatan ini tidak digunakan dengan baik, pihak sekolah lebih mengandalkan pada program yang biasa dilaksanakan oleh pihak dinas pendidikan.

**Keywords:** *sekolah bertaraf internasional (SBI); pengembangan kapasitas sekolah; perkembangan pendidikan Indonesia*

### Abstract

Improving school capacity building becomes one of the major themes in the educational effectiveness research. This paper investigates implementation of the international standard school (SBI) policy in Indonesia which as an effort of school capacity building improvement in the country. Using framework that is developed by King and Newman (2001), several dimensions of capacity building with relation to knowledge, skill and disposition of individual staff, and professional learning community in a secondary school that is located in a small city in West Java, Indonesia involved in the program is analysed. It is found that policy structure of Indonesia's SBI has not been adequately designed and developed to gear the school towards significant direction in terms of improving its capacity building. Teachers have difficulties to reach 'international requirements' such as communicating in English in teaching, program to improve the language fluency also not worked properly. School was not utilizing capacity to increase professional learning community between teachers, but rely on usual program.

**Keywords:** *educational policy, Indonesian education development, international standard school, school capacity building*

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## Introduction

The fast changing world and global interconnectedness have led to many drastic changes which also have impacted on education. To name a few, schools in the developed countries face many challenges conforming to standards-base reform, public accountability, school based management, and digital technologies (Hopkins and Jackson, 2003). Such situations made governments in the developing countries including Indonesia, take initiatives by imposing policies to their school system in order to keep abreast in the educational sector in line with global challenge.

Meanwhile in Indonesia, the collapse of the New Order regime in 1998 brought significant change to educational sector. This can be seen in the fourth Constitutional Amendments which imposed that at least 20 percent of state budget allocated for education; and new education system regulation (Law 20/2003) that emphasize to educational decentralization. The law, among others, stipulates that local governments have to develop at least one school that has 'international standard'. In accordance with the law, Indonesian Ministry of National Education, backed with available funds based on new state constitution, has proposed International Standard School (or *Sekolah Bertaraf Internasional*, *SBI in Indonesian term*) program participated by hundreds of schools starting from 2006 (Martiyanti, 2008).

The intended outcome of most education policies is to improve students' achievement. Extensive research about students' achievement by Hattie (2002) found that teachers are the main contributor to students' success when they provide good quality in curriculum, instructional method and assessment in the classroom. These qualities cannot be separated within organizational perspectives which depend on school capacity where teachers are expected to carry out their roles effectively (King and Newman, 2001). According to Harris (2001, p. 261) school capacity "is concerned with creating the conditions, opportunities and experience for collaboration and mutual learning". This shows that teachers' effort and initiatives in teaching and learning cannot be separated to what happen at the school level.

King and Newman (2001: 88) proposed more operational terms to be incorporated in school capacity. They have included the school's collective competency to implement effective change, where the three core components are:

- Knowledge, skills and dispositions of individual staff members;
- A professional learning community in which staff work collaboratively to set clear goals for student learning, asses how well students are doing, develop action plans to increase student achievement, whilst being engaged in inquiry and problem solving
- Program coherence – the extent to which school's programmes for student and staff learning are coordinated, focused on clear learning goals and sustained over a period of time

Moreover, Hopkins and Jackson (2003) emphasize that the first two components of school capacity relate to human and social capital, where relationship is strengthened and continually developing to make individual staff member to actualize his or her knowledge and skills. Harris (2001) focuses on building school capacity that promotes collaboration, empowerment and inclusion. He (p. 261) added that inclusion relates to the reality where so many innovation ideas are coming, but school institutions can be most effective when they are not "those [who] take on the most innovations, but those that are able to integrate, align and coordinate innovations into their own focussed programmes".

Research that is related to school capacity has shown the importance of outside school support as a pre-requisite in the context of Local Education Authority in England (Harris, 2001) and Hadfield's National College for School Leadership (Hopkins & Jackson, 2003) in England. It is consistent with the framework proposed by King and Newman (2001) which state that policies and programs from school superior's agency (district, state or national government) on curriculum, professional development, school accountability and students' assessment will affect school. In addition, it is also important to look closely into policy initiative and its implementation in order to review how it can become "enabling conditions that allow process to affect product" (Stringer, 2009: p.165).

It is interesting to know about the program objectives in improving capacity building of the school such as in the SBI program. The developing country context is salient and unique, especially when it is analysed as a complexity of school improvement level. The focus of the article is to know more about school capacity building issues particularly in the component of knowledge, skills and disposition of individual staff, and professional learning community in a school in Indonesia.

## Recent development of Indonesian Education and SBI pPolicy in Brief

The debacle of Soeharto's government in 1998, radically overthrow centralised manner that was practiced since the Dutch colonial regime. Based on the autonomy law, education sector together with other public sectors are managed at district level starting from year 2001. Following that, the

government has also conducted several reforms in the national school system with regards to school management, curriculum, education financing, final examination, community participation, and teacher certification (Kristiansen & Pratikno, 2006; Raihani, 2007; Fitriah, 2010; Raihani & Sumintono, 2010).

In terms of school management, the government introduced a program called School-Based Quality Improvement Management (SBQIM) which targets 700 junior secondary and senior secondary schools across Indonesia (Umaedy, 1999). Schools which are interested to join SBQIM have to submit a school development plan and if accepted, the central office will give a block grant as 'seed money' called quality improvement operational assistance or BOMM (*bantuan operasional manajemen mutu*) to the school to cover a portion of the total operational cost of the quality improvement program (Subijanto, 2000; Indriyanto, 2003). There are two reports available related to these efforts (Subijanto, 2000; Depdiknas, 2001) which shows that all schools emphasise on enhancement of the academic achievements of their students relied on extra teaching activities for students who would face national examinations.

The central government in 2006 initiated the International Standard School program which legal base is on the New Educational System Law (article 50, paragraph 3) stated clearly that the government and/or local government has to at least establish one educational institution that has international standard in each level (Depdiknas, 2007). There is no clear definition on 'international standard' but the guide books of SBI (Depdiknas, 2007; 2008; 2009) explain that firstly, it has to fulfil the national standard of education (called SNP). The other phrase is closely related to 'international standard' in the guide book that the SNP should be added with enrichment from standard that has been practiced in school system at Organization for Economic Co-operation and Development (OECD) countries. The previous two editions of the guide book (Depdiknas 2007; 2008) state the formula as:  $SBI = SNP + X$  (where SNP is the national standard; and X is the enrichment).

This additional requirement is one of the unclear intentions in the policy which shows that the policymakers do not fully grasp the ideas of international standard school or where school management can refer to for support and guidance. Such setbacks have led to many complicated problems during the program implementation at the school level. Kustulasari (2009) for example argues that there should not be any international accreditation for 'international standard' for school. She states that the term only applied on adopting curriculum (such as International Baccalaureate), examination (Cambridge) and national school overseas.

Further, the criteria that school can be called SBI schools that appear consistently based on the official books (Depdiknas, 2007; 2008; 2009) refers to teachers using English as communication language in the classroom and information and communication technology (ICT) in teaching and learning. When analysed closely, there are some limitations to the 'criteria'. For instance, in terms of English, the yard stick used is the TOEFL (Test of English as a Foreign Language) score as an indicator of teachers' English proficiency at SBI schools which shows that the indicator is not valid. This is because TOEFL measures the ability of non native English speaker and thus it cannot become the benchmark of English communication performance in the class. In fact this 'criteria' becomes a big burden for science and mathematics teachers when their English communication skill is still far from minimum requirement level (Kompas, 2009; Coleman, 2011). Study by Coleman (2011) found that using English in the SBI classroom become real obstacle for students to understand and interact with their teachers.

In order to join SBI program, the school is required to prepare some documents to be evaluated then it will granted as SBI school and given certain amount of money from the central government (Depdiknas, 2007; 2008; 2009). The school is required to submit self-evaluation form, one year development plan, five year development plan and action plan for specific academic year.

## Methodology

The research orientation of this study is interpretive, where researcher's task is "attempting to make sense of, or interpret, phenomena in terms of meaning people bring to them" (Denzin & Lincoln, 1998: 3). This study also investigates the way people involved understand about educational activity, where in this case, pertaining to international standard school issue. The study intent to uncover about stakeholders' perspectives and understanding particularly with regards to school capacity building issues in the real setting where the researcher enter the respondents' live and seek information and interpret what happens (Creswell, 1998; Schwandt, 2000). To have a better understanding of the phenomena, a case study approach with suitable methods and appropriate data collection was used (Stake, 2000; Punch 2009).

The research was conducted at a public general secondary school which participated in SBI program located in West Java province. This institution was selected because it is a typical of SBI's

school, which is perceived as a well regarded school in the small city. There were 1100 students enrolled at the school who were divided into 27 classes (nine classes in each level, i.e. year 10, 11 and 12) taught by 94 educators in total.

Data collection started with document analysis taken with permission from the school, followed by school and classroom observations, and semi-structured interviews. The participants for the interviews were the principal, deputy-principals, teachers, students, school committee members and parents where they agreed to be interviewed, recorded electronically (using digital voice recorder) and transcribed. These approaches were selected because researcher can gather and identify important issues relating to international standard school and school capacity building in particular where views and opinions are gained in more detail from the respondents (Fontana & Frey, 2000).

Data from fieldwork collected were school development plan, school program report, classroom observation reports, school observation notes and transcript of interviews. Data were analysed using data reduction, selection and simplification after which they were coded to develop emerging themes to find their relations to the literature (Creswell, 1994; Hodder, 2000; Yin, 2003).

## **Research Findings and Discussion**

The research findings in this article were reported mainly to relate knowledge, skills and disposition of individual staff, and professional learning community in the school capacity building concept that was developed by Kind and Newman (2001). However, other components in capacity building were also presented since they are interrelated.

### **Knowledge, Skills and Disposition Of Individual Staff**

Indonesian Minister of National Education (MoNE) stated that SBI is government initiative to improve educational quality, one of its characteristics is establishing educational standard for its educator (Martiyanti, 2008):

*Teachers at particular senior secondary schools, their minimum requirement are 30% of them have master or doctoral degree which comes from accredited university. Also for the principals at least have master degree from qualified university.*

This statement show ambitious criteria that have to be fulfilled for SBI Schools, the reason is supported by many research such as Delors report (1996) that the longer pre-service teacher educated, the better. However Indonesian teachers' situation is far from that situation, when teacher certification program started in 2006 for instance, from 2.7 million teachers, only 35% have undergraduate degrees (Kompas, 2006). In the SBI's school that participated in the study, from a total of 94 teachers, only eight (9%) of them have master degree and all come from local university which its master courses were not accredited when the data collection was conducted in 2009. A comment from school management shows the latest situation:

*We are supporting teachers to continue their study at postgraduate level, this year only two teachers participate in the selection process, one of them succeeded. Although that teacher receives scholarship, we also give her financial support because study at master degree at good university in the big city is very expensive.*

One characteristics of SBI that is imposed by its policy is using English as communication language in the classroom. As many as 600 SBI school teachers that participated in Test of English for International Communication (ToEIC) across Indonesia that was reported by Kompas (2009) is far from satisfactory level. According to Surya Dharma, MoNE's Director of Teacher, even 60% of them were in the lowest level. Such teachers' dilemma could be due to the fact that they were not trained to teach the subjects in English during their pre-service training. The stipulated requirement to use English in the classroom thus becomes a 'big burden' to teachers and the school.

Meanwhile official school report stated that only 23 teachers (24% from the total), including eight who are English teachers, declared that they can use English as a communication language (not particularly in the classroom context). However, several classroom observations by the researcher, found that other than English subject in the SBI's class teachers rarely use English. Most of the time throughout the lesson, they use Bahasa Indonesia to explain subject matter, to ask questions, and when giving example; English use by teachers is limited to greeting at the beginning of the class, confirming answers (such as 'yes', 'you are right') and saying goodbye when the class ends (Coleman, 2011). One SBI class student shared his experience about this:

*Q: When you are in the class, do teachers and students use English as communication language?*

*A: Well, regarding that, from teachers to students that rarely happened. There are teachers who open the lesson with English, but delivering the subject still in Bahasa Indonesia. Others, from the beginning till end use Bahasa Indonesia.*

*Q: Is there any teacher using English all the time?*

*A: Only the English teachers.*

Interestingly, there are other perspectives given by school staff. Two school management's officers explain the situation differently:

*In terms of English, it is the very hard. Improving English cannot be achieved in one or two years. For instance, TOEFL score for teachers should reach 500. It is difficult to reach, even for our English teachers. So, this started to be ignored, the most important thing is quality improvement.*

*Firstly, there is no such thing as English as communication language in the classroom. The [central] government allows using bilingual, which means Bahasa Indonesia still used, but using English is also not a problem to be used, even trilingual with local language, which is Sundanese. Second, previously the target that teachers can speak English in five years, but later changed to ten years. It is cited that the TOEFL score should be at least 500, but it is only a target to be reached.*

In the meantime, two teachers expressed their view about teaching in English in the classroom:

*Talking English for opening and closing classroom activity, I can do it. But readiness of using English also involved student ability to understand. So, the solution is to use power point presentation in English, but we explain it in Bahasa Indonesia*

*I am not confident, because I cannot speak English fluently. I only use English terms when explaining the main concepts to students. It is better give the task of English as a communication language only to English teachers.*

From school management perspectives, the alternative solution is questioning the standard set by the central government. For teachers who know their ability, they use pragmatic approach such as emphasis on English as text to be read by students and would even give the task back to the expert.

To overcome this condition, the school initiated to help teachers increase their proficiency by giving English course which are conducted by their own English teachers. Unfortunately, this effort only lasted in two weeks. An English teacher and one science teacher share their experienced:

*At the beginning we teach English for non-English teachers at school. But the schedule for me to teach or other English teachers could not match which made the program failed. At the same time motivation and attitude of some teachers, especially old ones, were not good. They even blame their incapability to English teachers.*

*In terms of English training in the school, practically people are excited at the beginning, and then gradually reduce during the process. This is because what they teach and the acceptance from others cannot fit. For example, English teacher did not come to the class because of other commitment, which created resentment and the training ended automatically.*

Because of this situation, the principal then decided that each teacher can pursue their English course in other places. Upon completion, they have to produce the certificate so they can be tested by the school's English teacher. If they pass the test, the cost for the course will be reimbursed by the school. One school management and an English teacher explain about this:

*Regarding English language training, right now many teachers take course in other places. All of the cost we will be compensated only after they prove their progress tested with talking to English teacher. If the result is good, we will pay accordingly; if not we will only pay them less than they spent.*

*Our principal is supportive about teachers taking English course. He allows me to test teachers who complete the course... because they don't use it frequently, mostly they are not confident enough when tested. They can speak English but the content is difficult to understand, too much focus on grammar.*

Another effort practiced by the school is to recruit teachers from other schools who can speak English. Since last two years the school succeed to get one physics and one religious teacher who can speak English to join. One science teacher tells the story:

*For SBI school, teacher's quality is the main reason to be recruited and he or she should be disciplined and has capacity [in English]. Such as Mr X, he is a physics teacher, who joined use after we implement SBI program.*

The two teachers confirm about their recruitment process. They also become the only teachers in the school in their own subjects that can deliver English in the classroom more than just greetings. This alternative is an interesting choice rather than to keep pushing teachers to communicate in foreign language they can master it in short time. This is hand-in-hand with the explanation from school management with regards to the current situation:

*The big problem here is human resources capability. I am more confident to manage a new school, new teachers, and new students. God willing, in two years time I can make that school become a real international standard school. But, with old school that their teachers, administrative staff situation like this, what can we do more? For example, in terms of English, I am really having difficulty that cannot solve easily.*

A teacher share his perspective related to this:

*Senior teachers are majority in this school. So, SBI program is something which is not easy to be handled by them, especially with the target to be competent in English. But, for younger teachers, that becomes a challenge to make them better.*

Unlike using English as communication in the classroom, initiatives related to using information technology and multimedia have better response. Some training that are conducted in the school for teachers make them aware of the alternative methods to be used in delivering instructions to students. This is also an opportunity for them to use English in the materials using Microsoft power point, one chemistry teacher share the experience:

*We use power point with English text, for example Natrium element is called Sodium in English. At least they know the scientific terms in English.*

Another emphasis given by school management is also related to teaching science with English:

*Biology teachers should be competent in biology. Instead of biology teachers become English teachers in the classroom, which is completely wrong. So, the main point then is using ICT in each subject [to facilitate English].*

A physics teacher also shows his teaching materials using English with power point presentation. He downloaded some of them from the internet. Classroom observation also confirmed that he used it for instruction. One biology teacher tells her learning innovation that is related to information technology:

*In one lesson, students are requested to find the information from the internet. Then, they work as a group to discuss and prepare the result using power point to their classmates. So, not only teachers who are using ICT when teaching in the classroom, students can do it too.*

This situation can happen because there are fourteen computers in the teachers' room with internet connection and the school provided digital projector in each SBI classroom.

Relating closely to knowledge and skills of teacher is professional development. Discussion with school management and teachers revealed that most of the time the school depends on their vertical institutions on teachers' training and professional development activities. However, because of the SBI program there is an urgent need to conduct it, and the school has also started to create tailor-made professional development program. Three of the teachers interviewed said the following:

*Q: Have you involved in professional training and development? A: Yes, I often attended the activities.*

*Q: How long and who give the training?*

*A: Between three days to two weeks. The training is conducted by ministry of national education office and education district office.*

*Q: Is there any training given by the school for teachers?*

*A: Yes, earlier this semester we are given training to improve motivation as a teacher. Example given is like playing soccer, if we are not motivated enough, whatever ball we play or wherever playing field we use, the game will not interesting.*

*Q: Have you involved in professional development in school?*

*A: There is in house training program at school. It involved developing teaching materials and module, lesson plan in each subject. In terms of SBI, we create those in English.*

### Professional Learning Community

Regarding English training for non-English teacher already discuss in the previous section. It shows that the school capacity in terms of planning and implementing professional development program that needed to fulfil requirement as SBI school. Actually, the program itself do not have a clear purpose and strategy, and treated as a feasible activity without fully understanding the situation of English teachers who has limitation of time and many unknown problems faced by non-English teachers as an adult learner.

Different stories that happen in ICT training relate to the nature of the content. Regarding ICT, teachers can learn independently after training, practice their skills often, communicating and find the solutions with other teachers (who are not necessarily the ICT teachers) when faced with problems. These relate directly to ways to improve their instructional methods, and the new way to present information to student also indirectly motivates the teachers. A science teacher shares her experience:

*Regarding computer and ICT training, teachers who are able or not is combine in a group, learning together to make them help each other...Right now, it customize with teachers' need. If the teachers cannot use word processor software, then she or he attends that class. For those who master it will move to power point class, or joining animation class that teach them to use Flash software.*

Discussion and interviews with school staff reveal about kind of professional learning community that happens in the school, particularly after the school participated in the SBI program. Some teacher mention that the consistent activities usually happened is regular meeting of MGMP (*musyawarah guru mata pelajaran* or subject teacher planning meeting) and special occasion each semester/year they called it in-house training. The MGMP mostly related to preparing administrative materials such as lesson plan, semester or yearly program by the teachers which coordinated at district level. However the intensity and activities of the MGMP which involved teachers in the particular school not really encouraging, the response and impression show that it is regarded as regular activity that not really affect them as professional learning community. One science teacher and one school management comments like these:

*MGMP is still functioning as an organisation but not really conditioned as teacher learning together; mostly the activities are meeting for planning a workshop.*

*What happen now is our teachers who involved in MGMP are meeting with teachers in other schools; but not with teachers who came from our own school. This is something that I want to change.*

Another teacher shares her experience about MGMP:

*In my teaching subject, MGMP is a forum to discuss problems we face about lesson instruction... Actually, we can get financial support from the school for this activity if needed. However, the procedure is too bureaucratic, and we have to submit a paper work, make a report etc., so I never ask the fund.*

One teacher explains that unlike MGMP, in-house training are more focussed and can be measured by its products. She describes the activity:

*In our school we conducted in-house training. The main activity is teaching lesson or subject matter development that will be taught to students. Then we also discuss about the minimum criteria that students have to pass. In terms of SBI, it started with making of module development or student worksheet for each subject.*

Two teachers share their experience about collaboration similar to the above, which shows occasional and informal things that happened in school:

*Q: Is there any collaboration between teachers?*

*A: Yes of course, for instance we discuss about lesson content or difficult concept with other teachers.*

*Q: Is there any collaboration with teacher from other subject?*

*A: Yes, there was once. It happened when I was involving with students in a culture and literature completion. In order to have a good preparation, I asked other subject teacher to train students in their singing skills for the competition. Unfortunately the result is not as intended, but it was not part of intra-curriculum.*

One interesting finding when the school staff asked about activities that related to teachers as a learning community, some of their answer is about yearly meeting where it is attended by whole school staff in the resort area in the same district. One specific activity is preparing a list of their need related to teaching and learning materials to be procured which specifically to be included in the school budget. In the annual general meeting conducted usually before the beginning of every academic year, the teachers

in each subject can propose to buy something and the decision will be discussed. One school management illustrates:

*In that meeting, everybody is pleased to suggest their ideas, proposal and plan. Initiatives from group of each subject's teacher is noted and included in the list. Something that we can finance, we will inform later. In other case, for example when biology teacher want to buy something, but we don't have enough fund, we inform them. We make that kind of activity as everybody's contribution, which shows our school budget plan as a product that reflected our vision and mission.*

Part of that meeting, teachers from the same subject also can discuss about learning material and criteria of successful program of their subject to be reached by students, as shared by a chemistry teacher:

*In that resort area, all chemistry teachers discuss about minimum standard comprehension of chemistry for students. This is mainly internal process and the decision from the meeting became the basis for next academic program.*

Those excerpts suggest that even internal meeting between teachers is rarely conducted. Teachers and school management are more concern in a package of whole program that can usually be made during special meeting conducted yearly. However, cooperation and collaboration that should be discussed, planned and implemented regularly between educators is not their top priority.

Other reality in the school which came from interview of school management and teachers reveal the reason why the above situation occurred. This shows the basic problem that makes it difficult for school to create professional learning community. The real challenge related to learning community in the school according to a science teacher is related to teamwork. She describes the following:

*The main problem in our school is about teamwork. We should work together; when we needed it, each one of us must have same vision. In reality it is difficult, such as somebody wants to do something but actually s/he does not complete the work s/he choose. So, our challenge is to find partner who share the same vision and mission and willing to work together.*

It is like a complaint that is received by the English teacher in the previous section where some teachers have difficulties to learn English. Another teacher also shares his experience which shows the problem of collaboration spirit between teachers:

*In my teaching subjects there are two other teachers. When I cannot teach because of other commitments, those teachers never came to the class to replace me, or create a task for my students to work on during my absence. Ironically, when my students were left behind in terms of lesson content, their comments showed that they were happy with that. It is a really 'dangerous' situation.*

In a conversation with the researcher, one teacher explains the situation which also reflects about the teachers' development issue:

*Q: What kind of collaboration between teaching staff that is conducted regularly? What are the results?*

*A: Did not happen yet...it is difficult. Actually the real condition is like... for example, a teacher who wants to do an action research where other can be included or as an observer, but not involved because he/she does not it rigorously. But many still in doubt to collaborate and work together, each one of them choose their own way.*

The description and analysis of this section shows that creating professional community has not happened. The opportunity where the school involved in an institutional development program such as SBI is not utilise for this aspect.

## Conclusion

This paper sets out to seek the impact of SBI policy on school capacity building issue in Indonesia. Realities from one public secondary school in a small city in West Java were presented that led to a better understanding of the complexity in capacity building in a developing country.

It is found that the SBI policy is the continuation of previous school effectiveness program in the Reform era Indonesia with slightly different target to good schools that have better resources. The content of the policy is unclear which make the schools implement modestly such as English for communication in classroom, where teachers' incapability is not addressed appropriately. At the same time even with SBI status, the school still struggle with developing professional learning community which only rely on usual activity controlled by district education office. It seems that the SBI school involved in this study cannot identify its role in terms of improving school capacity building; and not utilize available fund and support granted by the central office.



In summary, the study shows that the potential for improving capacity building at school level can be started with good policy design and formulation at the central level. This will help the school realistically achieved the goals intended in the complexity of situation they confront.

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